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ABSTRACT

Federal workforce training legislation currently under consideration is designed to streamline existing federal education, employment, and job training programs and increase accountability. As such, it would repeal most of the legislation that created these programs and replace them with block grants for statewide workforce and career development systems. At the federal level, the bill requires collaborative program administration by the Secretary of Education and the Secretary of Labor, while at the state level, governors would be required to submit comprehensive state plans to the Secretaries as a condition of eligibility for federal funds. The following five categories of educational activities are defined in the bill: employment and training; at-risk youth; vocational education; adult education and literacy; and flex account, comprised of activities from any of the four categories. While the bill does not specify amounts to be authorized, it does specify criteria and percentages of funds to be allotted to states, based on population characteristics, and to be apportioned by the states to each of the activity categories. With no information on the specific amounts that will be allocated, institutional planners must estimate the amount available for allotments in a given year and estimate the distribution of this amount among states based on population data. Sample tables showing 1994 population characteristics by state and estimated allotments based on an assumed \$1 billion dollars available for allocation are included. (HAA)

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WORKING PAPER SERIES

FUNDING PATTERNS UNDER THE PROPOSED
WORKFORCE AND CAREER DEVELOPMENT
ACT OF 1996--REVISED ESTIMATES

by

T. Harry McKinney and Dale A. Davis

WPS-97-01

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FUNDING PATTERNS UNDER THE PROPOSED WORKFORCE AND CAREER
DEVELOPMENT ACT OF 1996--REVISED ESTIMATES

by

T. Harry McKinney and Dale A. Davis

Near the end of the 104th Congress, the chairman of a conference committee appointed to reconcile differences between House and Senate bills related to federal workforce legislation submitted a report containing a third bill identified as the Workforce and Career Development Act of 1996 (1).

No action was taken on this bill before adjournment, but it will surely be considered during the 105th Congress. The full text and a summary have been placed on the Internet by the House Committee on Education and the Workforce (2).

This paper will concentrate on major provisions related to federal funding of proposed activities at state and local levels. Also included are estimates showing distribution of funds among and within states for each billion dollars that might have been appropriated if the bill had been enacted.

Stated Purpose

The stated purpose of the bill was to "transform" existing federal education, employment, and job training programs into "streamlined, coherent, and accountable statewide systems."

This would be done by repealing most of the legislation creating these programs and replacing them with block grants for "statewide workforce and career development systems."

Legislation to be repealed would include the Job Training Partnership Act, Carl D. Perkins Vocational and Applied Technology Education Act, and Adult Education Act.

Establishment of Systems

At the federal level, the proposed legislation would require "collaborative administration" by the Secretary of Education and Secretary of Labor. Areas of responsibility would include distributing funds, establishing uniform procedures, reviewing state plans, providing technical assistance, and carrying out duties related to specified national activities.

At the state level, each Governor would be required to submit a single comprehensive state plan to the Secretaries as a condition of eligibility for federal funds. The plan would have to be developed as part of a "collaborative process" involving the Governor, other persons representing specified types of individuals and organizations to be appointed by the Governor, officials representing specified types of state agencies, and representatives of the state legislature. It would also have to provide evidence related to establishment of state goals, quantifiable benchmarks for measuring progress, local workforce development areas, criteria for appointment of members to local workforce development boards, and procedures for determining eligible providers of services.

Despite these requirements, the plan would not have to be approved by the Secretaries for funding to take place. It would only have to be reviewed.

Types of Activities

Five categories were specified for activities of statewide systems: (1) employment and training activities, (2) at-risk youth activities, (3) vocational education activities, (4) adult education and literacy activities, and (5) flexible or "flex account" activities, meaning activities in any of the other four categories.

In general, activities in the first two categories are similar to those now supported by the Job Training Partnership Act. Activities in the third and fourth categories are similar to those now supported by the Carl D. Perkins Vocational and Applied Technology Education Act and the Adult Education Act. The fifth category provides a degree of flexibility related to use of funds that is not available under existing legislation.

Authorization of Funds

Unfortunately, the bill does not specify the total of amounts to be authorized for proposed activities at state and local levels, amounts that would include allotments for statewide systems and grants for special purposes (incentive grants, national emergency grants, and others). The bill simply refers to "such sums as may be necessary for each of the fiscal years 1998 through 2002."

The bill does require, however, that 90 percent of such sums be reserved for allotments to states and 10 percent for grants. Separate authorizations with stated dollar amounts are provided

for national activities such as evaluation, research, and dissemination of information.

Distribution of Funds

Despite the lack of specificity regarding amounts to be authorized for state and local activities, numerous percentages to be used in distributing appropriated funds among and within states are provided.

Allotments. The Secretaries would be required to make allotments to states based on specified characteristics of the population. Sixty percent of the amount available for allotments would be distributed according to each state's percentage share of individuals from age 15 through age 65, twenty percent according to its percentage share of individuals in poverty, ten percent according to its percentage share of unemployed individuals, and ten percent according to its percentage share of adult recipients of assistance.

Apportionments. Each state would then be required to apportion its allotment among the five activity categories as follows: employment and training activities--32 percent; at-risk youth activities--16 percent; vocational education activities--26 percent; adult education and literacy activities--6 percent; and flexible or "flex account" activities--20 percent.

Funds for the first and second categories would be distributed by the Governor; funds for the third and fourth categories would be distributed by eligible agencies as defined in proposed legislation; and funds for the fifth category would

be distributed by either the Governor or eligible agencies according to types of activities to be carried out.

Allocations. The state would also be required to allocate funds for each activity category among three subcategories in a manner consistent with stated percentages placing limits on use of funds for local activities, state activities, and state administrative expenses.

If references to "not more than" or "not less than" are ignored, percentages for subcategories related to "employment and training activities" would be 75, 20, and 5; those for subcategories related to "at-risk youth activities" would be 75, 21, and 4; those for subcategories related to "vocational education activities" would be 85, 11, and 4; and those for subcategories related to "adult education and literacy activities" would be 85, 10, and 5. Funds used to support "flex account" activities would be distributed according to percentages for types of activities carried out.

Illustration of Funding Patterns

The absence of information showing the total of amounts to be authorized for activities at state and local levels makes it impossible to determine the degree of importance attached to them by members of the conference committee.

But percentages related to calculation of allotments can be used to prepare detailed estimates for planning purposes if two steps are taken. One calls for an estimate of the amount available for allotments in a given year. The other requires

estimates showing distribution of this amount among and within states.

To illustrate procedures, we assumed in an earlier version of this paper that the amount available for allotments would be one billion dollars. We then prepared estimates showing distribution of this amount using data from the 1996 edition of the *Statistical Abstract of the United States*.

Revised estimates in the attached tables are based on data from several sources. They, too, have limitations, but should be more reliable than those presented earlier. One problem is the apparent lack of published data by state for age 65. For that reason, we have used data for ages 15 through 64. Remaining problems are related primarily to obtaining more recent data for some population categories. Data for unemployed individuals are averages based on the 24-month period including 1995 and 1996. Other data are limited to 1994.

Summary

This paper has concentrated on distribution of funds among and within states according to provisions in the proposed Workforce and Career Development Act of 1996. It presents estimates showing allotments and apportionments by state for each billion dollars that might have been appropriated. The estimates have limitations, as noted earlier, but provide a starting point for developing more reliable information.

What we have not discussed are some of the provisions related to definition of terms and representation in

collaborative processes that might lead to serious problems at state or local levels. We have also not attempted to describe major differences between House and Senate bills that led to establishment of the conference committee (4,5). These differences, including minority and dissenting views, deserve attention at a time when major changes in federal education, employment, and training programs are being considered.

Sources:

- (1) U.S. Congress, House of Representatives. Workforce and Career Development Act of 1996, Report 104-707, July 25, 1996.
- (2) www.house.gov/eeo/status_b.htm
- (3) U.S. Bureau of the Census. Statistical Abstract of the United States:1996. Washington: USGPO, 1996.
- (4) U.S. Congress, House of Representatives. Consolidated and Reformed Education, Employment, and Rehabilitation Systems Act, Report 104-154, June 22, 1995.
- (5) U.S. Congress, Senate. Workforce Development Act of 1995, Report 104-118, July 24, 1995.

Sources of Data in Table 1:

- (1) U. S. Bureau of the Census, *Current Population Reports*, P25-1127, *National and State Population Estimates: 1990 to 1994*, p. 14.
- (2) U. S. Bureau of the Census, *Statistical Abstract of the United States: 1996*, p. 474.
- (3) U. S. Bureau of Labor Statistics, *Employment and Earnings*, January 1996, pp. 127-131, and February 1997, pp. 123-127.
- (4) U.S. Social Security Administration, *Annual Statistical Supplement to the Social Security Bulletin*, 1996, p. 358.

Table 1 Number of Individuals in the United States According to Specified Characteristics, by State, 1994 Except As Indicated (Thousands)				
State	Ages 15 to 64	Poverty	Unemployed*	Adult Recipients of Assistance
U.S. Total	169,048	38,059	7,257	4,594
Alabama	2,772	704	111	35
Alaska	415	61	22	14
Arizona	2,560	673	109	64
Arkansas	1,561	369	61	19
California	20,615	5,658	1,171	843
Colorado	2,469	335	81	38
Connecticut	2,140	344	89	56
Delaware	468	57	17	9
Florida	8,612	2,128	414	202
Georgia	4,754	1,012	174	118
Hawaii	779	97	33	21
Idaho	722	137	31	7
Illinois	7,670	1,464	317	227
Indiana	3,794	816	133	69
Iowa	1,789	302	52	38
Kansas	1,621	375	57	28
Kentucky	2,541	710	94	69
Louisiana	2,793	1,117	134	68
Maine	814	113	36	23
Maryland	3,369	541	134	72
Massachusetts	3,979	585	157	107
Michigan	6,200	1,347	241	221
Minnesota	2,953	523	92	61
Mississippi	1,713	515	74	42
Missouri	3,379	797	123	85
Montana	546	97	24	12
Nebraska	1,024	146	23	14
Nevada	971	168	44	12
New Hampshire	754	87	25	11
New Jersey	5,192	730	257	107

Table 1 Number of Individuals in the United States According to Specified Characteristics, by State, 1994 Except As Indicated (Thousands)				
Continued				
State	Ages		Unemployed*	Adult
	15 to 64	Poverty		Recipients of Assistance
New Mexico	1,054	356	52	37
New York	11,955	3,097	536	446
North Carolina	4,710	980	159	109
North Dakota	402	65	10	6
Ohio	7,226	1,571	272	223
Oklahoma	2,080	540	72	41
Oregon	2,012	373	85	37
Pennsylvania	7,705	1,496	332	203
Rhode Island	637	99	29	22
South Carolina	2,434	501	99	36
South Dakota	441	107	11	6
Tennessee	3,438	779	132	95
Texas	12,028	3,603	566	239
Utah	387	154	33	16
Vermont	387	45	14	11
Virginia	4,474	710	152	60
Washington	3,537	614	173	105
West Virginia	1,196	336	61	42
Wisconsin	3,276	453	103	80
Wyoming	311	45	12	5
District of Columbia	389	129	24	23
Guam				2
Puerto Rico				58
Virgin Islands				1
* 24-month average for 1995 and 1996.				

Table 2 Percentage Distribution of Individuals in the United States According to Specified Characteristics, by State, 1994 Except As Indicated				
State	Ages			Adult
	15 to 64	Poverty	Unemployed*	Recipients of Assistance
U.S. Total	100.00%	100.00%	100.00%	100.00%
Alabama	1.64%	1.85%	1.53%	0.76%
Alaska	0.25%	0.16%	0.30%	0.30%
Arizona	1.51%	1.77%	1.50%	1.39%
Arkansas	0.92%	0.97%	0.84%	0.41%
California	12.19%	14.87%	16.14%	18.35%
Colorado	1.46%	0.88%	1.12%	0.83%
Connecticut	1.27%	0.90%	1.23%	1.22%
Delaware	0.28%	0.15%	0.23%	0.20%
Florida	5.09%	5.59%	5.70%	4.40%
Georgia	2.81%	2.66%	2.40%	2.57%
Hawaii	0.46%	0.25%	0.45%	0.46%
Idaho	0.43%	0.36%	0.43%	0.15%
Illinois	4.54%	3.85%	4.37%	4.94%
Indiana	2.24%	2.14%	1.83%	1.50%
Iowa	1.06%	0.79%	0.72%	0.83%
Kansas	0.96%	0.99%	0.79%	0.61%
Kentucky	1.50%	1.87%	1.30%	1.50%
Louisiana	1.65%	2.93%	1.85%	1.48%
Maine	0.48%	0.30%	0.50%	0.50%
Maryland	1.99%	1.42%	1.85%	1.57%
Massachusetts	2.35%	1.54%	2.16%	2.33%
Michigan	3.67%	3.54%	3.32%	4.81%
Minnesota	1.75%	1.37%	1.27%	1.33%
Mississippi	1.01%	1.35%	1.02%	0.91%
Missouri	2.00%	2.09%	1.69%	1.85%
Montana	0.32%	0.25%	0.33%	0.26%
Nebraska	0.61%	0.38%	0.32%	0.30%
Nevada	0.57%	0.44%	0.61%	0.26%
New Hampshire	0.45%	0.23%	0.34%	0.24%
New Jersey	3.07%	1.92%	3.54%	2.33%

Table 2	Percentage Distribution of Individuals in the United States
Continued	According to Specified Characteristics, by State, 1994
	Except As Indicated

	Ages 15 to 64	Poverty	Unemployed*	Adult Recipients of Assistance
New Mexico	0.62%	0.94%	0.72%	0.81%
New York	7.07%	8.14%	7.39%	9.71%
North Carolina	2.79%	2.57%	2.19%	2.37%
North Dakota	0.24%	0.17%	0.14%	0.13%
Ohio	4.27%	4.13%	3.75%	4.85%
Oklahoma	1.23%	1.42%	0.99%	0.89%
Oregon	1.19%	0.98%	1.17%	0.81%
Pennsylvania	4.56%	3.93%	4.57%	4.42%
Rhode Island	0.38%	0.26%	0.40%	0.48%
South Carolina	1.44%	1.32%	1.36%	0.78%
South Dakota	0.26%	0.28%	0.15%	0.13%
Tennessee	2.03%	2.05%	1.82%	2.07%
Texas	7.12%	9.47%	7.80%	5.20%
Utah	0.23%	0.40%	0.45%	0.35%
Vermont	0.23%	0.12%	0.19%	0.24%
Virginia	2.65%	1.87%	2.09%	1.31%
Washington	2.09%	1.61%	2.38%	2.29%
West Virginia	0.71%	0.88%	0.84%	0.91%
Wisconsin	1.94%	1.19%	1.42%	1.74%
Wyoming	0.18%	0.12%	0.17%	0.11%
District of Columbia	0.23%	0.34%	0.33%	0.50%
Guam	0.00%	0.00%	0.00%	0.04%
Puerto Rico	0.00%	0.00%	0.00%	1.26%
Virgin Islands	0.00%	0.00%	0.00%	0.02%

* 24-month average for 1995 and 1996.

Table 3 Estimated Allotments to States According to Specified Characteristics of the Population Assuming That Total Allotments to All States Equal One Billion Dollars (Amounts in Thousands of Dollars)					
State	Age Factor	Poverty Factor	Unemployment Factor	Assistance Factor	Total Allotment
U.S. Total	600,000	200,000	100,000	100,000	1,000,000
Alabama	9,839	3,700	1,530	762	15,830
Alaska	1,473	321	303	305	2,401
Arizona	9,086	3,537	1,502	1,393	15,518
Arkansas	5,540	1,939	841	414	8,734
California	73,169	29,733	16,136	18,350	137,388
Colorado	8,763	1,760	1,116	827	12,467
Connecticut	7,595	1,808	1,226	1,219	11,849
Delaware	1,661	300	234	196	2,391
Florida	30,566	11,183	5,705	4,397	51,851
Georgia	16,873	5,318	2,398	2,569	27,158
Hawaii	2,765	510	455	457	4,186
Idaho	2,563	720	427	152	3,862
Illinois	27,223	7,693	4,368	4,941	44,226
Indiana	13,466	4,288	1,833	1,502	21,089
Iowa	6,350	1,587	717	827	9,480
Kansas	5,753	1,971	785	609	9,119
Kentucky	9,019	3,731	1,295	1,502	15,547
Louisiana	9,913	5,870	1,846	1,480	19,110
Maine	2,889	594	496	501	4,480
Maryland	11,958	2,843	1,846	1,567	18,214
Massachusetts	14,123	3,074	2,163	2,329	21,689
Michigan	22,006	7,078	3,321	4,811	37,216
Minnesota	10,481	2,748	1,268	1,328	15,825
Mississippi	6,080	2,706	1,020	914	10,720
Missouri	11,993	4,188	1,695	1,850	19,726
Montana	1,938	510	331	261	3,040
Nebraska	3,634	767	317	305	5,023
Nevada	3,446	883	606	261	5,197
New Hampshire	2,676	457	344	239	3,717
New Jersey	18,428	3,836	3,541	2,329	28,135

Table 4 Estimated Apportionments Within States According to Specified Types of Activities Assuming That Total Allotments to All States Equal One Billion Dollars (Amounts in Thousands of Dollars)						
State	Total Allotment	Employ-	At-Risk	Vocational	Adult	Flexible Activities
		ment and Training Activities	Youth Activities	Education Activities	Education & Literacy Activities	
U.S. Total	1,000,000	320,000	160,000	260,000	60,000	200,000
Alabama	15,830	5,065	2,533	4,116	950	3,166
Alaska	2,401	768	384	624	144	480
Arizona	15,518	4,966	2,483	4,035	931	3,104
Arkansas	8,734	2,795	1,397	2,271	524	1,747
California	137,388	43,964	21,982	35,721	8,243	27,478
Colorado	12,467	3,989	1,995	3,241	748	2,493
Connecticut	11,849	3,792	1,896	3,081	711	2,370
Delaware	2,391	765	383	622	143	478
Florida	51,851	16,592	8,296	13,481	3,111	10,370
Georgia	27,158	8,690	4,345	7,061	1,629	5,432
Hawaii	4,186	1,340	670	1,088	251	837
Idaho	3,862	1,236	618	1,004	232	772
Illinois	44,226	14,152	7,076	11,499	2,654	8,845
Indiana	21,089	6,748	3,374	5,483	1,265	4,218
Iowa	9,480	3,034	1,517	2,465	569	1,896
Kansas	9,119	2,918	1,459	2,371	547	1,824
Kentucky	15,547	4,975	2,488	4,042	933	3,109
Louisiana	19,110	6,115	3,058	4,969	1,147	3,822
Maine	4,480	1,433	717	1,165	269	896
Maryland	18,214	5,829	2,914	4,736	1,093	3,643
Massachusetts	21,689	6,941	3,470	5,639	1,301	4,338
Michigan	37,216	11,909	5,954	9,676	2,233	7,443
Minnesota	15,825	5,064	2,532	4,114	949	3,165
Mississippi	10,720	3,430	1,715	2,787	643	2,144
Missouri	19,726	6,312	3,156	5,129	1,184	3,945
Montana	3,040	973	486	790	182	608
Nebraska	5,023	1,607	804	1,306	301	1,005
Nevada	5,197	1,663	831	1,351	312	1,039
New Hampshire	3,717	1,190	595	966	223	743
New Jersey	28,135	9,003	4,502	7,315	1,688	5,627

Table 4	Estimated Apportionments Within States According to Specified
Continued	Types of Activities Assuming That Total Allotments to All States
	Equal One Billion Dollars (Amounts in Thousand of Dollars)

	Total	Employment and Training Activities	At-Risk Youth Activities	Vocational Education Activities	Adult Education & Literacy Activities	Flexible Activities
New Mexico	7,134	2,283	1,141	1,855	428	1,427
New York	75,801	24,256	12,128	19,708	4,548	15,160
North Carolina	26,431	8,458	4,229	6,872	1,586	5,286
North Dakota	2,037	652	326	530	122	407
Ohio	42,505	13,602	6,801	11,051	2,550	8,501
Oklahoma	12,105	3,874	1,937	3,147	726	2,421
Oregon	11,078	3,545	1,772	2,880	665	2,216
Pennsylvania	44,202	14,145	7,072	11,493	2,652	8,840
Rhode Island	3,660	1,171	586	952	220	732
South Carolina	13,420	4,294	2,147	3,489	805	2,684
South Dakota	2,410	771	386	627	145	482
Tennessee	20,183	6,459	3,229	5,248	1,211	4,037
Texas	74,626	23,880	11,940	19,403	4,478	14,925
Utah	2,986	955	478	776	179	597
Vermont	2,042	654	327	531	123	408
Virginia	23,011	7,364	3,682	5,983	1,381	4,602
Washington	20,450	6,544	3,272	5,317	1,227	4,090
West Virginia	7,765	2,485	1,242	2,019	466	1,553
Wisconsin	17,169	5,494	2,747	4,464	1,030	3,434
Wyoming	1,614	517	258	420	97	323
District of Columbia	2,890	925	462	751	173	578
Guam	44	14	7	11	3	9
Puerto Rico	1,263	404	202	328	76	253
Virgin Islands	22	7	3	6	1	4